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ABSTRACT

A management-by-objectives project designed to provide a rational basis for implementing a programming-planning-budgeting evaluation system in the school district is summarized. The project goal was to design and implement an accountability model utilizing participative management as a tool for development. Three organizational phases involved in the project were (1) identification of the needs of the school district and organization of the administrative functions in line with these needs to develop a system of accountability; (2) identification of the educational program of all grade, content, and special areas in behavioral terms; and (3) development of the supportive programs into an operationalized management-by-objectives system. (Author/MLF)

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design of a

MANAGEMENT-BY-OBJECTIVES

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EAST ALLEN COUNTY SCHOOLS

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Case Study Report

1971 – 1974

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INTRODUCTION

In today's complex educational world, the task of effectively managing a school system is increasingly compounded by such critical problem areas as teacher militancy, student unrest, Federal programs, and the demand for accountability. A need exists for effective management at the local school district level to plan, organize, direct, and evaluate the educational system.

In the fall of 1970, the Board of Trustees of the East Allen School District asked the Superintendent to initiate a study to make an extensive survey of the administrative salary structure and present some possible ways to increase sophistication in arriving at final dollar cost. A committee, appointed by the Superintendent, met on numerous occasions reviewing the present situation and some possible alternatives to facilitate the study. The conclusions of the committee led to the recommendation that the concept of "Management-By-Objectives" would be the most appropriate framework within which to develop an improved management organization for the East Allen County Schools.

The suggested Management-By-Objectives (MBO) concept represented a systems approach to educational management and was designed to provide a rational basis for implementing a planning-programming-budgeting-evaluation system in a school district. In view of the recent mandate by the Indiana legislature for all school districts to begin implementing PPBS in the near future, this proposal has profound implications as a model for other districts to follow in the adoption of PPBS. With this in mind, East Allen County Schools applied for Title III funding.

The general goal of the project was to design and implement an accountability model utilizing participative management as a tool for development. There are three organizational phases involved in the Design of a Management-By-Objectives System. Phase I (71-73) of this project identified the needs of the school district and organized the administrative functions in line with these needs to develop a system of accountability. Phase II (72-73) of this project identified the educational program of all grade, content and special areas in behavioral terms. Phase III (73-74) complements Phase I and Phase II, but is directed toward the development of the supportive programs into an operationalized Management-By-Objectives System.

PHASE I

The major objective of Phase I was to develop a Management-By-Objectives program for the East Allen County School's management staff. To accomplish this major objective the following activities were initiated:

A. A planning committee was organized to represent all facets of the administrative staff, including elementary and secondary principals, central office personnel, the Superintendent and a member of the Board of School Trustees.

B. An assessment of the educational program was conducted throughout the East Allen County School district involving Board members, employees, parents, students and patrons to provide information regarding the educational program of the schools. The questionnaires were developed and prepared by the Battelle Institute: Center for Improved Education. The instrument was designed to identify recognized educational needs throughout the school district by providing respondents with opportunities to react to educational statements from the perspective of what actually exists and what is actually desired. This questionnaire was tabulated, processed and analyzed by Battelle. Data were submitted to the Planning Committee for intensive review and recommendation. The committee identified the following major areas of critical need as the result of the Needs Assessment: (1) Human Relations, (2) Communication, (3) Evaluation, (4) Curriculum.

C. An Ultimate Goal and System-wide Objectives were identified to reflect what the real mission of the East Allen County Schools should be in the future. The System-wide Objectives are the major areas of growth and development of students which must support the Ultimate Goal of the school system. The Ultimate Goal and System-wide Objectives contribute knowledge concerning the future goals of the school system to members of the educational community.

D. The Planning Committee performed an analysis of the administrative activities and functions in order to develop a descriptive program structure. Once the committee arrived at a program structure describing management functions, Battelle staff members interviewed representatives of each management position, examined existing job descriptions, and analyzed the program structure. As a result, a descriptive program structure was developed by Battelle. Each program has a broad objective which specifies its contribution to the common objectives of the school system.

E. Performance objectives for each program were developed to provide a basis for establishing the authority and accountability relationships. The objectives were categorized as: (1) maintenance - a repetitive, ongoing objective necessary to the achievement of the district's common objectives; (2) developmental - these are of two natures: (a) problem-solving - leads to the correction of a discrepancy of deficiency in the current level of performance in the maintenance objectives and (b) creative - may lead to improved or expanded program results; and (3) personal - objectives designed to enhance the individual manager's improvement of his professional or managerial skills and career growth. The developmental and personal objectives were written by the individual managers in cooperation with their immediate supervisors.

F. Organizational structure was designed to direct the activities of the personnel and functions of the various programs. These coordinated functions and activities were grounded in authority and responsibility. The organizational structure attempts to make leadership, responsibility, specialized skills, and the exercise of authority operate according to the accepted Ultimate and System-wide Objectives of the East Allen County Schools System.

G. An appraisal process was developed to enable the administrators to see the requirements of their jobs more clearly, know the limits of their freedom of action, help them attain self-improvement, and let them know "where they stand" in the performance of their jobs. Job expectancies were used as a basis for self-appraisal and for appraisal by the appraiser. The appraisal process, therefore, generated cooperatively and jointly defined developmental objectives. The appraisal process involved four basic steps: (1) self-appraisal, (2) mutual establishment of developmental objectives, (3) interim progress meetings, and (4) year-end appraisal.

H. The Planning Committee developed a salary schedule in the Spring of 1973. The following variables (experience, training, decision-making, authority, supervision, and length of contract required to carry out the responsibilities as defined in the job description) were incorporated into a numerical responsibility factor. This factor was a manifestation of position responsibility relationship and the mid-point salary of each position.

Phase I of Management-By-Objectives is progressing under the leadership of the Planning Committee. Review, improvement, and communication of MBO in the management area appear to be the main functions of this Committee during the establishment of MBO implementation.

PHASE II, 1972-73

Phase II (1972-73) began as an outgrowth of the needs assessment conducted during Phase I. After the needs assessment was conducted during Phase I, it became apparent that the curriculum of East Allen County Schools needed to be reviewed. Discrepancies existed between what was being taught and what was desired. Before any changes were made, the entire staff needed to identify the present curriculum.

A committe of teachers representing all grades, subjects and special areas was appointed the task of writing "Program Objectives" for their respective areas. Program Objectives are defined as long-term, predicted outcomes of the schools educational system. All of the Program Objectives were directed toward the Ultimate Goal and System-wide Objectives developed during Phase I. This group of thirty teachers (Steering Committee) were instrumental in achieving the objectives of Phase II.

The Steering Committee was involved in in-service training programs throughout the 72-73 school year. The workshops were organized to provide training in understanding the Management-By-Objectives systems approach, training in the writing of instructional objectives, and procedures for classroom management using instructional objectives. Dr. Raymond Bernabei was contracted to conduct the workshops for the committee and the administrative personnel. He also provided individual consultation to each member and critiqued the Program Objectives as they were being developed.

Throughout the school year, Steering Committee members met with their respective curriculum groups to act as catalysts for change. They were responsible for keeping curriculum groups informed on experiences and progress toward goals. Only the objectives approved by all the teachers from each curriculum group were accepted.

Phase II activities resulted in the development of Program Objectives for all grade levels, subjects, and special areas. Program Objectives, long-term, predicted outcomes of the educational system, are directed toward the Ultimate Goal and System-wide Objectives which were identified through a needs assessment conducted during Phase I of the MBO Project.

Program Objectives were distributed to all personnel within East Allen County Schools. Since the Program Objectives were written to describe the existing state of the various educational programs with East Allen County Schools, they are somewhat incomplete. Plans have been developed for the analysis of Program Objectives at the building level for the purpose of reviewing the quality of the written Program Objectives and revising accordingly as part of the continuation of Phase II in 1973-74. Future revisions of Program Objectives will be included in the textbook adoption process which is discussed later in this paper. However, it should be noted that Social Studies is the content area for textbook adoption this year and in the process of reviewing Program Objectives, educators who serve on the Social Studies Curriculum Committee feel a need to write and/or select "Content Area Program Objectives". The Content Area Program Objectives would tie in with the Ultimate Goal and System-wide Objectives but would be broad statements which the already written Program Objectives would reflect. Content Area Program Objectives provide a base for scrutinizing the existing Program Objectives in terms of what should be rather than the existing state of the program. This process of review on a textbook adoption cycle would assure the continuous development of goals/objectives which better reflect the changing needs of society.

PHASE II, 1973-74

The Project Director, Mrs. Julie Bauer, resigned in October of 1973 which resulted in a period of slow growth while a replacement was sought. Mrs. Kathleen Gorgone accepted the position of Project Director on November 26, 1973.

Phase II, related to instructional outcomes, has continued in 1973-74 with provisions for in-service training for teachers and development of building plans for implementation of MBO. Building principals have designated a Task Force member for the respective buildings. In planning sessions, the principal, Task Force member, Curriculum Director, and Project Director have developed a building plan appropriate for staff development and project implementation. The primary components of a "Building Plan" are: (1) Building Philosophy, (2) Building Staff Management Objectives, (3) Instruction - Grading Philosophies, (4) Form B Five Year Plan (see Appendix A), and (5) Form C Building Education Plan (see Appendix B). Since the needs of buildings differ, future plans and present progress have varied accordingly.

There are certain requirements, however, regarding Form C, Building Education Plan. The following items have been included in the development of Building Education Plans: (1) prioritizing system-wide objectives, (2) reviewing program objectives, (3) writing and/or selecting instructional objectives, and (4) establishing a rationale for the use of objectives. The prioritization of system-wide objectives at the building level is being accomplished through the use of an individual card-sorting technique and a small group interaction activity. The prioritization activity provides an opportunity to familiarize educators in East Allen County Schools with system-wide objectives and to promote discussion regarding personal philosophies of education. The priority ranking may be used as a beginning point in the development of instructional objectives at the building level. A review of the program objectives is, for the most part, accomplished internally at the building level. To assist schools in the accomplishment of items #3 (writing and/or selecting instructional objectives) and #4 (establishing a rationale for the use of objectives), in-service training programs are presented in the following areas: (1) rationale for Management-By-Objectives, (2) writing East Allen County Schools instructional objectives, (3) writing and/or selecting instructional objectives appropriate to meet the Program Objectives, and (4) writing and/or selecting test items to measure instructional objectives. Other topics for in-service training are in development according to the needs of the buildings as specified in building plans.

A glossary of terms is in the process of being developed for dissemination to instructional personnel. A definition for "instructional objective" has been developed which will represent an "East Allen County Schools Instructional Objective" rather than any particular author's instructional objective. The instructional objectives developed in East Allen County Schools will include: (1) who--the learner, (2) action--the behavior verb, (3) what--the desired product, (4) conditions--givens, and (5) expectation--performance standard. Currently, the expectation in most cases will be represented by a blank to (1) allow teachers flexibility in setting performance standards, (2) provide opportunities for teachers to think about what the performance standard should be, and (3) to allow for individual student and teacher differences.

DISTRICT LEVEL RESULTS, PHASE II

Certain district level results are expected during Phase II (1973-74) as follows: (1) adoption of a model for implementation of Instructional Management-By-Objectives and (2) adoption of a curriculum development model for East Allen County Schools. A tentative Curriculum Development Model (see Appendix C) has been developed for East Allen County Schools. Based upon the five-year book adoption cycle, each content area can be "plugged in" to the cycle to coincide with the text adoption year. Activities to be performed each year prior, during, and after text adoption for each content area are specified. An Instructional Program Development Model (see Appendix D) has been tentatively developed. This model assists in providing direction and checkpoints for the overall development of instructional Management-By-Objectives.

Data regarding the status of staff members in regard to instructional objectives have been gathered through the distribution of a questionnaire. Results are not available at this time since the questionnaires were recently distributed and are currently being submitted to the central office. In-service training components also include data-gathering devices in the form of evaluation.

Change in an educational setting appears to move cautiously and slowly. Apprehension exists among many teachers, and the direction from central administration and principals is to proceed at a slow rate to avoid resistance to the MBO project. The intent for the instructional phase is to have the following goals accomplished by 1977:

1. Decision-making in selecting materials and planning teaching methods for the written and/or selected instructional objectives.

2. Selection of appropriate evaluation measures to determine if outcomes meet instructional objectives.

3. Analysis of discrepancies which may exist when outcomes do not achieve instructional objectives.

4. Development of record-keeping systems for classroom use when instructional objectives are utilized.

5. Creation of effective reporting of achievement to parents, administrators, and Board members.

6. Selection of additional materials and planning of changed teaching methods in order to provide appropriate instruction for program and instructional objectives.

7. Adoption of a continuous curriculum development model for East Allen County Schools.

For 1974-75, certain activities are anticipated should this project receive funds for continuation. At the building level, the Form C Building Plan will be updated and additional requirements for implementation will be included. Various schools will serve as pilot schools for dissemination of information regarding the Title III Management-By-Objectives Project. At the district level, three developments should accrue as a result of continued funding: (1) implementation of the curriculum development plan, (2) development of the left side of the Instructional Program Development Model for district-wide evaluation, and (3) dissemination of information to other school districts.

PHASE III, 1973-74

Phase III (1973-74) is directed toward the development of the supportive programs within the Management-By-Objectives system. A planning committee has been identified and is comprised of representatives of the support programs: (1) Food Services, (2) Transportation, (3) Secretarial, (4) Health Services, and (5) Maintenance and Custodial. The activities of the planning committee at this time involve the identification and description of support services of the total educational program of East Allen County Schools.

The project will define important activities of each program. These objectives will support the Ultimate Goal and System-wide Objectives as defined in MBO, Phase I. Each program will then develop specific performance objectives that support objectives of the programs and ultimately, the total educational program of the school district.

The planning committee will develop evaluation procedures for the support personnel which will assist in a more effective implementation of program objectives. The final activity will involve recommendations to the Board of School Trustees regarding the implementation of this program.

Program Objectives are available for dissemination. For further information on list and cost of materials, contact: [redacted], 1240 U. S. 30 East, New Haven, Indiana, 46774.

APPENDIX A

FIVE YEAR EDUCATIONAL PLAN

Form B

	YEAR				
For Planning					
For Decision Making					
For Staff Assignment and Development					
For Facilities					
For Communication					
For Curriculum Content					
Attach appropriate appendices					

APPENDIX B

BUILDING EDUCATIONAL PLAN

Form C

In-Service Training

Why? The Need	
What? The Objective	
How? The Activity	
Who? Persons	
Where? Place	
When? Time	
Outcome? Indicators of Success	

APPENDIX C

CONTINUOUS CURRICULUM DEVELOPMENT MODEL

Subject Area_____

A	B	C	D	E
Year_____	Year_____	Year_____	Year_____	Year_____
Needs Assessment System Goals Program Objectives	Needs Assessment System Goals Program Objectives	Needs Assessment System Goals Program Objectives	Needs Assessment System Goals Program Objectives	Needs Assessment System Goals Program Objectives
Instructional Objectives Media Selection	Instructional Objectives Media Selection	Instructional Objectives Media Selection	Instructional Objectives Media Selection	Instructional Objectives Media Selection
Implementation Strategy In-Service	Implementation Strategy In-Service	Implementation Strategy In-Service	Implementation Strategy In-Service	Implementation Strategy In-Service
Refinement In-Flight Adjustment Monitoring	Refinement In-Flight Adjustment Monitoring	Refinement In-Flight Adjustment Monitoring	Refinement In-Flight Adjustment Monitoring	Refinement In-Flight Adjustment Monitoring
Audit Evaluation Assessment Testing Validation	Audit Evaluation Assessment Testing Validation	Audit Evaluation Assessment Testing Validation	Audit Evaluation Assessment Testing Validation	Audit Evaluation Assessment Testing Validation

APPENDIX D

INSTRUCTIONAL PROGRAM DEVELOPMENT MODEL